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ABSTRACT

The Teacher Corps program increased the educational opportunities available to pupils in grades to which corps members were assigned, however, the program's impact was not nearly as great as it could have been. Some interns participated in special projects or used new methods of instruction, but few of these activities were continued after the corps members left. Program officials said that manpower and resources were insufficient and that they had not evaluated the activities to identify those that were successful. Officials believed that the program had benefited individual students by reducing the student-to-teacher ratio, and by exposing the children to interns from a variety of backgrounds. Although the program's influence on the regular teaching staff was limited, it was believed that some of the teachers had changed their methods of instruction. Few interns remained permanently in the area because of its isolation, the low salary levels, and the small number of teacher vacancies. University officials believed that the program had contributed to the development of new approaches to student teaching in the regular curriculum. (MBM)

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REPORT TO THE CONGRESS

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Assessment Of The Teacher Corps Program At Western Carolina University And Participating Schools In North Carolina B-164031(1)

Office of Education
Department of Health, Education, and Welfare

BY THE COMPTROLLER GENERAL OF THE UNITED STATES

MAY 20, 1971

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COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-164031(1)

To the President of the Senate and the
Speaker of the House of Representatives

This is our report on our assessment of the Teacher Corps program at Western Carolina University and participating schools in North Carolina. This program is authorized by title V of the Higher Education Act of 1965 (20 U.S.C. 1101) and is administered by the Office of Education, Department of Health, Education, and Welfare.

Our review was made pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67).

Copies of this report are being sent to the Director, Office of Management and Budget; the Secretary of Health, Education, and Welfare; and the Commissioner of Education, Department of Health, Education, and Welfare.

Comptroller General
of the United States

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ABBREVIATIONS

GAO	General Accounting Office
HEW	Department of Health, Education, and Welfare
LEA	local educational agency

COMPTROLLER GENERAL'S REPORT TO THE CONGRESS

ASSESSMENT OF THE TEACHER CORPS PROGRAM AT WESTERN CAROLINA UNIVERSITY AND PARTICIPATING SCHOOLS IN NORTH CAROLINA

Office of Education, Department of Health, Education, and Welfare B-164031(1)

D I G E S T

WHY THE REVIEW WAS MADE

Because of interest expressed by the Congress in the Teacher Corps program as a part of the overall Federal effort in the field of education, the General Accounting Office (GAO) has reviewed the program nationwide. This report, one of a series, assesses the program at Western Carolina University and participating local educational agencies--referred to as the Western Carolina program.

The Teacher Corps program was established in the Office of Education, Department of Health, Education, and Welfare (HEW) by the Higher Education Act of 1965. The legislative objectives of the program are to

--strengthen educational opportunities for children in low-income areas and

--encourage colleges and universities to broaden their programs for training teachers.

The Teacher Corps recruits and trains qualified teachers (team leaders) and inexperienced teachers (interns) for service in areas of low-income families. Teams consisting of a team leader and several interns are assigned to participating schools.

During their service, the interns also take courses leading to a college or university degree and to qualification for a State teaching certificate. The Office of Education pays up to 90 percent of the salaries of Teacher Corps members and pays the cost of the interns' courses. (See p. 8.)

FINDINGS AND CONCLUSIONS

Strengthening educational opportunities

Although the Western Carolina program did increase the educational opportunities available to pupils in grades to which corps members were assigned, the program's impact was not nearly as great as it could have been.

Some interns participated in special projects or used new methods of instruction; however, most of these activities were not continued after corps members left the schools. Program officials said that manpower and resources were insufficient and that they had not evaluated the activities to identify those that were successful. (See p. 17.)

Officials believed that the program had benefited individual students by reducing the student-to-teacher ratio. In addition, the program exposed the children to interns from a variety of backgrounds. (See p. 17.)

Team leaders and local educational agency officials believed that some regular teachers had changed their methods of instruction as a result of the program. Interns, however, believed that the program's influence on the regular teaching staff was limited because of

--little contact between the interns and the majority of the teaching staff,

--lack of effective salesmanship by corps members, and

--the interns' failure to demonstrate that their innovations worked or that change was needed. (See p. 17.)

Some interns initiated or participated in education-related community activities such as scout troops, ball teams, and a breakfast program for needy children. Community involvement, however, was made difficult by western North Carolina's mountainous terrain and its scattered populace. Also most children were unable to participate in after-school activities because they rode buses which left as soon as the school day ended. The program director said that corps members in more heavily populated areas found that community activity programs had already been established or that there was an organization better equipped to promote them. (See p. 21.)

Of the 71 interns who completed the program as of the time of GAO's review, 14 remained as teachers in the eight-county area in the Western Carolina program. (See p. 22.) The program director has stated that

--most interns do not want to stay in the immediate area because it is isolated and lacks cultural facilities and available housing;

--teacher salaries in North Carolina are generally lower than those of surrounding jurisdictions; and

--most local educational agencies have a low turnover in teachers and few vacancies to fill. (See pp. 22 and 23.)

Broadening teacher preparation programs

Western Carolina University has had some degree of success in broadening its teacher preparation program. The classwork required of education majors has not changed as a direct result of the program, but student-teaching practices have. (See p. 28.)

University officials believed that the Western Carolina program had contributed to the university's development of new approaches to student teaching in its regular curriculum. (See p. 29.) The director of student teaching said that the program

--alerted school personnel to the possibilities for change;

--assisted in developing a closer working relationship between the university and the local educational agencies; and

--helped prove that a county educational system could support an internship program. (See p. 30.)

University officials did not emphasize introducing new courses for Teacher Corps interns because they believed that existing courses could be adapted to teaching disadvantaged children. (See p. 28.)

Most interns said that their course work was irrelevant and repetitious; however, the program director disagreed and stated that the interns had not yet encountered the problems to which the courses were directed. (See p. 29.)

GAO believes that Office of Education and Western Carolina University officials should examine these opposing viewpoints to determine whether new courses are needed to make the interns' education more relevant to the instruction of children from poor families.

Role of the State in the program

The North Carolina Department of Public Instruction did not take an active role in the development of the Western Carolina program but has demonstrated a willingness to take a more active role in the Teacher Corps program in the future. (See p. 32.)

RECOMMENDATIONS OR SUGGESTIONS

The Secretary of HEW should provide for the Office of Education to

--work with the North Carolina local educational agencies to adopt procedures for evaluating innovations resulting from the Teacher

Corps program and to promote the continuation of those which have proven successful (see p. 24);

--explore, with the State, university, and local educational agencies, ways to retain a higher percentage of Teacher Corps program graduates in rural North Carolina (see p. 25);

--reassess and clarify the types of community education activities reasonably attainable in rural areas, such as western North Carolina, where geographic conditions and population dispersion impede such activities (see p. 25); and

--evaluate, with the university, the need to incorporate new courses and approaches to education into the Teacher Corps curriculum as well as into the regular teacher preparation curriculum. (See p. 31.)

AGENCY ACTIONS AND UNRESOLVED ISSUES

The Assistant Secretary (Comptroller) of HEW concurred with GAO's recommendations and described actions planned to implement them. (See pp. 25 and 31.) He said that the Program Branch of the Teacher Corps would work with the director of the Western Carolina program and officials in the local educational agencies to develop procedures to evaluate the innovations introduced by the Teacher Corps.

MATTERS FOR CONSIDERATION BY THE CONGRESS

Beginning in 1969, the Western Carolina program assigned members of the Corps to State or locally allotted teaching positions. According to program officials, these corps members supplanted teachers who would have otherwise been hired by the local educational agencies. This practice is not authorized by the enabling legislation which states, in part, that no member of the Teacher Corps shall be used to replace any teacher who is or would otherwise be employed by a local educational agency.

Although the practice was not authorized, the State and local funds that would have been expended for teacher salaries were applied to the cost of the Western Carolina program. As a result, the amount of Federal funds needed to operate this phase of the Western Carolina program was reduced. This funding procedure is being implemented at other locations and may provide local educational agencies with the impetus to continue the successful features of a Teacher Corps program after Federal funding ceases. Therefore the Congress may wish to consider whether section 517 of the Higher Education Act of 1965, as amended (20 U.S.C. 1107), should be amended to authorize arrangements of the type conducted under the Western Carolina program. (See pp. 18 and 26.)

The Teacher Corps is waiting for a legal decision on this matter by HEW's General Counsel. Depending upon this decision, amendments would be introduced accordingly at this year's authorization hearings. (See p. 27.)

CHAPTER 1

INTRODUCTION

We evaluated the effectiveness of the Teacher Corps program at Western Carolina University, Cullowhee, North Carolina, and at participating local educational agencies (LEAs) in accomplishing the legislative objectives of the Teacher Corps. These objectives are

--to strengthen the educational opportunities available to children in areas having concentrations of low-income families, and

--to encourage colleges and universities to broaden their programs of teacher preparation.

To accomplish these objectives, the Teacher Corps is authorized to (1) attract and train qualified teachers who will be made available to LEAs for teaching in areas of low-income families,[1] (2) attract and train inexperienced teacher-interns who will be made available for teaching and in-service training to LEAs in such areas in teams led by an experienced teacher, (3) attract volunteers to serve as part-time tutors or full-time instructional assistants in programs carried out by LEAs and institutions of higher education serving such areas, and (4) attract and train educational personnel to provide training, including literacy and communications skills, for juvenile delinquents, youth offenders, and adult criminal offenders. The latter two means of achieving the objectives were authorized subsequent to the commencement of our review by Public Law 91-230--an act to extend programs of assistance for elementary and secondary education--approved April 13, 1970, and therefore were not within the scope of our review.

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[1]The enabling legislation permitted experienced teachers to be assigned to LEAs individually or as the head of a teaching team. Public Law 90-35, approved June 29, 1967, amended the legislation by permitting experienced teachers to be assigned only as the head of a teaching team.

This review was one of several made by GAO at selected universities and LEAs throughout the Nation.

OPERATION OF THE TEACHER CORPS PROGRAM

The Teacher Corps was established in the Office of Education, Department of Health, Education, and Welfare, pursuant to title V, part B, of the Higher Education Act of 1965, as amended (20 U.S.C. 1101). The Teacher Corps is basically a locally controlled and operated program. The Office of Education provides funds to operate approved Teacher Corps programs which have been locally conceived to meet local needs and have been approved by the applicable State educational agency. To be eligible for approval, a program must be designed to serve children in areas having high concentrations of poverty.

Persons eligible to be enrolled in the Teacher Corps are (1) experienced teachers, (2) persons who have a baccalaureate degree or its equivalent, and (3) persons who have completed 2 years in a program leading toward a baccalaureate degree. After selection, the corps members are placed in teams consisting of an experienced teacher (the team leader) and a number of teacher-interns. During their service, the interns receive training and instruction leading to a degree from the participating college or university and to qualification for State teaching certification. The training consists of academic courses, work in the classrooms of local schools, and participation in community-based education activities.

While in the schools, corps members are under the direct supervision of officials of the LEA to which they are assigned. With certain exceptions, LEAs are authorized to (1) assign and transfer corps members within the school system, (2) determine the subject matter to be taught, and (3) determine the terms and continuance of the assignment of corps members within the system. Corps members may not be used, however, to replace any teacher who is or would have otherwise been employed by the LEA.

The Teacher Corps program operates on a cycle basis. Generally a cycle consists of preservice training--a period

of no more than 3 months during which corps members' suitability for acceptance into the program is determined--and 2 academic years with an intervening summer. However, certain programs operate for a shorter period of time. The authorizing legislation provides for enrollment of corps members for periods of up to 2 years. A new Teacher Corps cycle has started each year, beginning with the first cycle in 1966.

The cost of the interns' course work and the administrative costs of the college or university and the LEAs are paid by the Office of Education. The LEAs are expected to provide at least 10 percent of the corps members' salaries and related benefits while they are in the schools, and the Office of Education provides the remainder.

Team leaders are to be compensated at a rate agreed to by the LEA and the Commissioner of Education. At the time that our review began, interns were compensated either at a rate which was equal to the lowest rate paid by the LEA for teaching full time in the school system and grade to which an intern was assigned or $75 a week plus $15 a week for each dependent, whichever amount was less. Public Law 91-230, however, amended the compensation authorized for interns by providing that they be paid either at a rate which did not exceed the lowest rate paid by the LEA for teaching full time in the school system and grade to which an intern was assigned or $90 a week plus $15 a week for each dependent, whichever amount was less.

FUNDING

From inception of the Teacher Corps program in fiscal year 1966 through fiscal year 1970, funds authorized and appropriated by the Congress for the Teacher Corps program, nationwide, were as follows:

Fiscal year	Authorization	Appropriation
1966	$36,100,000	$ 9,500,000
1967	64,715,000	11,323,000
1968	33,000,000	13,500,000
1969	46,000,000	20,900,000
1970	80,000,000	21,737,000

As of June 1970, Western Carolina University and the participating LEAs had received Federal funds of about $1,826,000. As of January 1970, the university had expended about $579,000 and, as of about June 1970, the LEAs had expended about $971,000. (See app. I.)

PROGRAM PARTICIPATION

Certain nationwide data relating to the Teacher Corps program participation from its inception in fiscal year 1966 through fiscal year 1970 is shown below.

	Entered program			Completed program			Rate of dropout		
Cycle	Interns	Team leaders	Total	Interns	Team leaders	Total	Interns	Team leaders	All corps members
							(percent)		
I	1,279	337	1,616	627	170	797	51	50	51
II	882	152	1,034	674	143	817	24	6	21
III	1,029	186	1,215	832	170	1,002	19	10	18
IV[a]	1,375	200	1,575	-	-	-	-	-	-
V[a]	1,445	221	1,666	-	-	-	-	-	-

[a]Participants had not completed program at time of GAO review.

CHAPTER 2

THE WESTERN CAROLINA TEACHER CORPS PROGRAM

The Western Carolina program is a cooperative effort by LEAs, the State Department of Public Instruction, and Western Carolina University. The program recruits college graduates (primarily noneducation majors) for internship training to produce teachers for areas with concentrations of low-income families. In most cases, the interns obtain teacher certification and a master's degree through a combination of teaching experience in the LEAs and course instruction at the university.

The Western Carolina program is the only Teacher Corps program in North Carolina and one of the few in the Nation that has been funded for four consecutive cycles. The Western Carolina program was initiated in 1966 with cycle I (1966-68) and has operated continuously through cycle IV which is scheduled to end in the summer of 1971. At the time that our review began, cycles I and II had been completed, cycle III was nearing completion, and cycle IV was in the first year of operation. The program was administered by a program director appointed by the university. Each participating LEA appointed a project coordinator who was responsible for coordinating the program activities within the LEA and with the program director.

During its 4 years, the Western Carolina program has encompassed a geographical area involving eight counties in western North Carolina. The area served by the program is primarily mountainous and rural and is located in the Appalachian region generally west of Asheville, North Carolina. At the time of our review, the program had included nine LEAs--seven county and two city school systems. A total of 31 individual schools had participated in one or more cycles. Generally the interns taught in small, rural schools, some with combination grades. The distances between the university and the schools where the interns taught ranged from about 7 miles to approximately 85 miles. (See map, app. II.)

According to the Western Carolina program director, the priorities of the program were to (1) train teachers, (2) provide services to the local schools, and (3) encourage the university to broaden its program of teacher preparation. The priorities had not changed during the four cycles; however, the methods of achieving them did.

In the third cycle, interns were assigned to local schools in teams of four to eight under the guidance of a team leader. The interns spent about 60 percent of the school day in the local schools supplementing the work of the regular teaching staff. The interns generally taught selected subjects in all elementary grades.

In the fourth cycle, teams generally consisted of a team leader and two interns. The team members spent the entire school day teaching in grades four through eight. The dean of the School of Education and Psychology at the university informed us that the primary objectives of the fourth cycle had been to introduce new concepts into the schools, such as team teaching and differentiated staffing, in terms of experience and background and to achieve a transition in funding from Federal to State and local support.

According to program officials, LEAs generally participated in the cost of the in-service phases of the first three cycles at the required rate of 10 percent of team leader and intern salaries and fringe benefits. However, LEAs substantially increased their participation in the cost of the fourth cycle.

Prior to cycle IV, each participating LEA and the university submitted budgets and received and administered funds separately. In the fourth cycle, all Federal funds for operation of the Western Carolina program were received and administered by the university.

During its 4 years of operation, the Western Carolina program had four directors. The first director served from 1966 until mid-1968; the second director served until his death in December 1968, about 5 months. A member of the program staff then assumed responsibility and served in an interim capacity until he resigned in March 1969. The third director was appointed in March 1969 and served until June

1970, a period of about 15 months, at which time he returned to teaching at the university. The fourth director was appointed in June 1970, after serving with the Western Carolina program since July 1969 as assistant director and coordinator.

SELECTION OF INTERNS

The Teacher Corps guidelines contain general criteria for the selection of interns but permit grantees to establish specific selection criteria and to select interns. During the first four cycles, 118 interns were accepted by the Western Carolina program. Interns for the first three cycles were selected by a panel comprising the program director and other university officials. For the fourth cycle, selections were made by a panel consisting of members of the program staff, selected third-cycle interns and team leaders, university officials, LEA officials, and a community representative.

To be accepted for the Western Carolina program, applicants were required to have a bachelor's degree and meet certain academic standards. Candidates for the fourth cycle were not to be accepted if they held a North Carolina teaching certificate. Our review of the qualifications of the interns selected for the third and fourth cycles showed that, in general, the interns selected either met or exceeded the eligibility requirements.

The major academic criterion established for third-cycle interns was that they have an overall quality point ratio of at least 2.3 out of a 4.0 maximum for their undergraduate work. The applicants were also expected to have a desire to teach, a willingness to learn, and a willingness to work with rural people. The panel waived the major academic criterion for three of the 33 interns selected. The Teacher Corps guidelines state that the selection criteria should make possible the enrollment of outstanding teacher prospects who have only average academic records. The major academic criterion for fourth-cycle interns was that they would have at least a 2.0 overall quality point ratio. All the 22 interns selected met this criterion.

A few of the interns selected for the third and fourth cycles had some previous teaching experience, but only two had undergraduate degrees in education. One was a member of a husband and wife team. The other had a minor in education but had not taken all the courses required for State certification.

As of August 1970, 71 interns had completed the program and 18 were still enrolled but had not finished. A total of 29, or 25 percent, of the interns had dropped out of the program.

On the basis of available data and from discussions with program personnel, we were able to obtain information as to why 19 of the 29 interns dropped out. The reasons follow.

--Illness	2
--To accept a fellowship at another university	1
--To accept other employment	8
--Other reasons such as marriage, personal problems, and inability to adjust to the rural setting of the program	8
Total	19

Of the eight accepting employment, six accepted full-time teaching positions, two of which were in the eight-county area served by the Western Carolina program.

During cycles I through IV, 32 experienced teachers were recruited to serve as team leaders. Of these, seven served 1 year or less whereas the remainder had either completed the program or were still participating in the program at the time of our review. (See app. I.)

CHAPTER 3

IMPACT OF PROGRAM ON STRENGTHENING THE EDUCATIONAL OPPORTUNITIES FOR CHILDREN OF LOW-INCOME FAMILIES

We believe that the Western Carolina Teacher Corps program strengthened the educational opportunities available to children in participating schools in the grades where corps members had been assigned. The participating schools were in areas having concentrations of low-income families.

By providing additional teaching manpower while the program was in operation, corps members helped reduce the student-to-teacher ratio in the grades to which they were assigned. Some new approaches to educating children were introduced in the program area.

One of the objectives established by the Office of Education for the Teacher Corps program was to bring about changes in LEA instructional methods to strengthen the educational opportunities available to children in the program areas. We found that the program had only limited success in stimulating changes in LEA instructional methods that were continued after corps members had completed their assignments.

New approaches initiated by corps members were not continued generally because LEAs lacked the manpower and resources to continue them, and program personnel had not evaluated the new approaches to identify those that were most successful and warranted inclusion in the schools' regular curriculum.

During the fourth cycle of the Western Carolina program, team leaders and interns were occupying State or locally allotted teaching positions. This practice is not authorized by the enabling legislation.

As of the date of our review, 14 of the 71 interns who had completed the first three cycles of the program remained as teachers in the eight-county area served by the program.

Also, the Western Carolina program placed little emphasis on education related community activities because of such factors as the geographic terrain and scattered populace.

WORK PERFORMED BY CORPS MEMBERS IN PARTICIPATING SCHOOLS

Interns were assigned to participating schools where they supplemented the regular teaching staffs by teaching selected subjects in full classroom situations and by working with small groups of slow learners. In some instances they also initiated or participated in special projects.

The amount of time spent by interns in the classroom increased in cycle IV compared with cycle III. Cycle III interns spent about 60 percent of the school day in the schools and taught in several different grade levels; whereas, cycle IV interns taught the full day in one or more of the middle grades. In addition to their teaching duties, interns attended classes at the university and some participated in community activities.

Cycle III interns stated that they generally spent 20 to 25 hours a week in the schools and 12 to 15 hours a week on college classwork. Cycle IV interns spent about 30 to 40 hours a week in the schools and 9 to 12 hours a week on college classwork.

Although most interns that we interviewed considered time spent in the schools to be directly related to Teacher Corps objectives, some made suggestions which they believed would result in more effective utilization of their time. Some interns were of the opinion that they could be more effective if they worked exclusively with disadvantaged children rather than teaching selected subjects in a full classroom situation. Some interns believed that their work load was too heavy, both in the schools and in their college classwork. Also, some interns believed that team leaders were not providing them with sufficient help, supervision, and guidance and that they had not assumed a leadership role in the program.

Team leaders said that their teaching responsibilities left them with little time for intern supervision. They

said also that they were satisfied with utilization of the interns but that there was not enough time for planning and evaluating as a team. Most of the school principals and county officials interviewed were satisfied with the effectiveness of the corps members' utilization; however, some said cycle III interns should have remained in the local schools for the entire day.

Representatives at all levels of the Western Carolina program believed that the program had benefited individual students. Among the benefits cited were an increased teacher-to-student ratio and exposure to young interns with varying backgrounds, especially those with the "successful young male" image.

Special projects and new teaching methods not continued after corps members completed their assignments

During their assignments, some of the interns initiated or participated in special projects, such as reading laboratories, a cross-age tutoring program in which ninth-grade students tutored seventh-grade students, and a ceramics class. Program officials informed us, however, that the special projects were generally not continued by the schools after corps members left because of a lack of evaluation to identify successful activities and because of a lack of manpower and resources. For example, the principal of a school in which a reading laboratory was started by interns stated that he could not continue the laboratory after the interns left because he would not have the necessary teachers.

Interns also used some teaching methods which program personnel considered to be new to the schools where the interns were assigned. These personnel said that the methods included such techniques as extensive use of audio-visual equipment, more student participation in conducting classes, more freedom of movement within classrooms, use of materials available at the university but not at the schools, rewarding students for good performance, and new approaches to teaching mathematics.

Team leaders and LEA officials believed that the program had resulted in instructional changes by some of the

regular teachers, such as a more relaxed classroom atmosphere and more extensive use of audio-visual equipment. Interns believed, however, that the program's influence on the regular teaching staff was limited because of little contact between the interns and the majority of the teaching staff, lack of effective salesmanship on the part of corps members, and failure of interns to demonstrate that their innovations actually worked or that change was really needed.

Procedures had not been established for evaluating new teaching methods and techniques. The program director said that LEAs would be slow to change as long as the success of new teaching methods was not demonstrated but that Federal funds made available under this program could not be used for research and evaluation. Members of the program staff were of the opinion that, although the Western Carolina program had not resulted in specific changes in LEA methods of instructing children from low-income families, the program had a positive effect on the attitude of LEA officials regarding the possibility of change.

Unauthorized use of corps members

During the fourth cycle, the Western Carolina program was conducted under an arrangement whereby team leaders and interns were occupying State or locally allotted teaching positions. In discussing the arrangement with the director and an ex-director of the Western Carolina program, we were informed that the fourth-cycle corps members were supplanting teachers who would otherwise have been hired by the LEAs. Section 517 of the Higher Education Act of 1965, as amended (20 U.S.C. 1107), states that:

> "No member of the Teacher Corps shall be furnished to any local educational agency under the provisions of this subpart if such agency will use such member to replace any teacher who is or would otherwise be employed by such agency."

Therefore we believe that the arrangement under which the Western Carolina program operated during the fourth cycle was not authorized.

During the fourth cycle, we found that 18 interns were sharing nine State or locally allotted teaching positions--two interns for each position. During the first year of in-service training, the salary for each teaching position, as established by the State, was divided between the two interns. This salary was paid from State and/or local funds. During the second year of in-service training, the salary for each teaching position was increased. Federal funds were used to make up the difference between the amounts paid from State and/or local funds and the amounts which were due the interns in salaries and dependency allowances pursuant to the Teacher Corps legislation.

Fourth-cycle team leaders occupied individual State or locally allotted teaching positions and their basic salaries, as established by the State, were paid from State and/or local funds. Team leaders received a $500 supplement from Teacher Corps but were required to take certain courses at the university which they paid for from their own funds. Team leaders took these courses to meet State requirements for a certificate in supervision at the completion of the program.

The Office of Education program specialist in Washington, D.C., responsible for monitoring the program agreed that two interns were occupying one State or locally allotted teaching position, as was each team leader. The program specialist, however, expressed the belief that the procedure followed for the Western Carolina program was not in violation of section 517 of the Higher Education Act of 1965, as amended (20 U.S.C. 1107). It was her opinion that section 517 would not be violated so long as State and/or local funds are expended to the same degree that they would have been spent if the Teacher Corps did not have a program at the location. The program specialist stated that there were two requirements that had to be met in order for the corps members to occupy State or locally allotted teaching positions, namely

--that State and/or local funds be expended at the same rate as they would have been without Teacher Corps and

--that the corps members be considered qualified to teach.

It was the program specialist's view that, since these requirements were met in the Western Carolina program, there was no conflict with the provisions of the law.

The program specialist informed us that the fourth cycle of the Western Carolina program was set up as a pilot program to provide for increased State and local participation in the cost of the Teacher Corps program. It was contemplated that such action would tend to increase the likelihood that successful program features would be carried on after Federal funding ceased. The portion of the total budgeted costs for the salaries and related benefits of the corps members to be borne by the LEAs in the Western Carolina program increased from about 10 percent during the first three cycles of the program to 69 and 79 percent, respectively, during the 2 years of cycle IV.

Most LEA officials have informed us that fourth-cycle interns assigned to their LEAs will be offered teaching positions if they desire to remain in the area, and if positions are available. The Teacher Corps guidelines for sixth-cycle programs (1971-73) state that a school district must be certain that there is a specific school district need for the type of teacher who will be prepared by their program and that Teacher Corps interns who successfully complete the program and want to remain in the school district where they were trained should be given hiring priority.

One of the six LEAs participating in the fourth cycle of the Western Carolina program is being considered for participation in a sixth-cycle program that plans to use basically the same funding arrangement that was used in the fourth-cycle program. Teacher Corps officials have informed us that this funding arrangement is also being promoted in other areas to help bring about a transition from Federal to non-Federal funding.

We have considered the views of the program specialist and, after review of the legislative history, it is still our position that the practice of corps members' occupying State or locally allotted teaching positions is not authorized by the Higher Education Act of 1965.

EDUCATION-RELATED COMMUNITY ACTIVITIES

Although the authorizing legislation does not specifically provide for community activities, the Teacher Corps guidelines encourage involvement by the corps members in community-based education activities. The focus of community activities in Teacher Corps is on educating parents and children of low-income families.

The Teacher Corps position was based on the belief that children learn not only in school but also from other children both in and out of school, and from their parents and neighborhood, and that each of these areas must be strengthened if low-income children are to receive an education comparable to that of the more advantaged children.

The proposal for the fourth cycle of the Western Carolina program broadened the definition of community involvement to include participation in virtually any type of community activity. The Office of Education program specialist responsible for the Western Carolina program stated that community involvement encompassed any activity related to community education, including such things as scout troops and sports activities.

Community involvement in the Western Carolina program was not emphasized. Some interns, however, had initiated and assisted with such community activities as scout troops, a little league baseball team, school ball teams, and a breakfast program for needy children. Participation in these activities resulted from the efforts and interests of individual interns rather than being team centered.

Interns stated that they were permitted to select the community activity in which they wanted to participate but indicated that they spent very little time on such activities. They pointed out that many of the areas where they were assigned either already had organized community programs or did not desire such programs. Generally they believed that they should not force themselves upon the community and that time should not be diverted from the classroom to be spent in community activities. Most team leaders interviewed by us believed that community activities should be subordinated to classroom teaching.

The Office of Education program specialist responsible for the Western Carolina program was of the opinion that corps members had not participated in community activities to the extent desirable. The director of the Western Carolina program said that little emphasis was placed on community activities because of such factors as the geographic terrain and scattered populace. The geographic terrain is mountainous and the populace is rural, scattered, and isolated. Also many families do not have adequate transportation and most children ride buses which leave the schools as soon as the school day ends.

The Western Carolina program director said that corps members who had served in areas that were more heavily populated found that these areas either had organized community activities or an organization in the area which was better equipped to promote community activities. The program director stated also that the university had always regarded the Teacher Corps program as a vehicle for training teachers and providing educational services to local schools rather than as a vehicle for accomplishing community social work.

RETENTION OF PROGRAM GRADUATES AFTER TRAINING

Of the 71 interns who had completed the first three cycles, 48 remained in the field of education; 14 of the 48 remained in the eight-county area served by the Western Carolina program. Most of the 14 interns were either from the area or had performed their undergraduate work at the university prior to joining the Teacher Corps. Information was not available to show the number of program graduates teaching in areas with concentrations of low-income families.

The program director attributed the low retention rate in the immediate area to the following reasons.

1. Most of the interns did not want to stay in the immediate area because of its geographic isolation, lack of cultural facilities, and lack of available housing. He also pointed out that teacher salaries in North Carolina are, in general, lower than those of surrounding areas.

2. Most of the LEAs experience minimal teacher turnover and have few vacancies to fill.

The dean of the School of Education and Psychology agreed with these reasons and stated that under the circumstances he considered the retention rate to be good. He pointed out that the area had experienced a declining population for a number of years and that the number of teacher allotments was limited. Consequently, some teachers who retire are not replaced.

CONCLUSION

Regarding the Teacher Corps' legislative objective of strengthening educational opportunities available to children in areas having concentrations of low-income families, it is our opinion that the program accomplished this objective in the grades to which corps members were assigned.

However, since the program had only limited success in stimulating changes in LEA instructional methods which were continued after corps members completed their assignments and since many of the corps members who received training under the program did not stay as teachers in the program area, the impact of the Western Carolina program on strengthening the educational opportunities available to children of low-income families in that area was not nearly as great as could have been achieved.

Concerning the lack of emphasis by Western Carolina program officials on community education activities, we believe that the geographic setting and the dispersion of the population in the eight-county area served by the program hindered the establishment of such activities. Therefore if the Office of Education program specialist responsible for the Western Carolina program is still of the opinion that greater participation by corps members in community activities is desirable, we believe that all parties involved should work together to identify and implement projects that would be both beneficial to the education of children and adults in the rural areas of the State and feasible--considering the geographic limitations of the program area.

RECOMMENDATIONS TO THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE

To make the Teacher Corps program more effective, we recommend that the Secretary of Health, Education, and Welfare provide for the Office of Education to

--work in conjunction with the North Carolina LEAs to adopt specific procedures for evaluating new approaches and concepts initiated as a result of the Teacher Corps and to actively promote the continuation of those which have proven successful;

--explore, in conjunction with the State, university, and local educational agencies, ways in which to achieve a higher degree of retention of Teacher Corps program graduates within the rural areas of North Carolina; and

--reassess and clarify the nature and extent of community education activities reasonably attainable in rural areas, such as western North Carolina, where geographic conditions and population dispersion impede such activities.

AGENCY COMMENTS

The Assistant Secretary, Comptroller, HEW, commented on a draft of this report by letter dated March 16, 1971. (See app. III.) He stated that the report presented an accurate account of the strengths and weaknesses of the Western Carolina program, that the conclusions were sound, and that our recommendations were sufficiently objective to make the Teacher Corps program more effective. He stated also that the comments were the product of a review of the report by cognizant HEW and Office of Education staff and the responses from the director of the Western Carolina program, the dean of the university's School of Education, and university staff and local school officials associated with the program.

The Assistant Secretary informed us that HEW would endeavor to implement our recommendation that the Office of Education work in conjunction with the LEAs in North Carolina to evaluate new approaches and concepts introduced by the Teacher Corps. He informed us also that the Teacher Corps' Program Branch would deal directly with the director of the Western Carolina program and key officials in the various educational jurisdictions to develop specific procedures for performing this evaluation and that reports prepared by the program officials upon completion of the program would indicate prospects for inclusion of these innovations into the school systems after the Western Carolina program was completed. He also included a list of changes which, according to the director of the program, were occurring as a result of Teacher Corps influence. The changes were in the planning stage at the time of our review.

With regard to our recommendation concerning graduate retention, the Assistant Secretary advised us that the Teacher Corps had discussed the problem with education authorities at all levels affected by the program throughout its operation. He stated that, although graduate retention was essentially a local problem, the Teacher Corps would continue to influence constructive decisions along these lines.

The Assistant Secretary concurred with our recommendation concerning community activities and noted that the revised Teacher Corps guidelines contained greatly strengthened sections on community-based education. He expressed the belief that the recently authorized student volunteer Teacher Corps, which was being implemented at key projects around the country--some in rural areas--would develop valuable information and insights into community education activities in rural areas.

MATTER FOR CONSIDERATION BY THE CONGRESS

During the fourth cycle, the Western Carolina program assigned corps members to State or locally allotted teaching positions and, according to program officials, the corps members supplanted teachers who would have otherwise been hired by the LEAs. This practice is not authorized by the enabling legislation which states, in part, that no member of the Teacher Corps shall be used to replace any teacher who is or would otherwise be employed by an LEA.

Although the practice was not authorized, the State and local funds that would have been expended for teacher salaries were applied to the cost of the Western Carolina program. Therefore Federal funding for the fourth cycle of the program was reduced. Since this funding procedure is being implemented at other locations and may provide LEAs with the impetus to continue successful features of a Teacher Corps program after Federal funding ceases, the Congress may wish to consider whether section 517 of the Higher Education Act of 1965, as amended (20 U.S.C. 1107), should be amended to specifically authorize arrangements of the type being conducted under the Western Carolina program.

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The Assistant Secretary informed us that the Teacher Corps was waiting for a legal decision to be rendered by the Department's General Counsel. He stated that, depending upon this decision, amendments to the Teacher Corps legislation would be introduced accordingly at this year's Teacher Corps authorization hearings.

CHAPTER 4

IMPACT OF PROGRAM ON BROADENING WESTERN CAROLINA UNIVERSITY'S TEACHER PREPARATION PROGRAM

The Teacher Corps program at Western Carolina University has had some degree of success in broadening the university's teacher preparation program. The classwork required of education majors has not changed as a direct result of the Teacher Corps program, but student-teaching practices have changed as well as the university's relationship with LEAs. Introduction of new courses for Teacher Corps interns was not emphasized at the university because university officials believed that existing courses were flexible and could be adapted to teaching disadvantaged children.

The university required 2 years for an intern to obtain a master's degree in education as compared with 1 year for regular students. The difference in time resulted from the requirement for interns, who were generally not education majors, to complete some undergraduate education course requirements before completing graduate-level requirements. The graduate-level course requirements for interns were the same as those for education majors, but interns received credit for specific courses on the basis of their teaching experience during the 2-year period instead of taking classroom work. Interns generally took courses with regular students; however, in some instances, interns were taught as a group in special classes to facilitate scheduling.

Intern course requirements were not changed to emphasize teaching children from low-income families; however, there was increased emphasis in the courses on teaching educationally deprived children. Some interns' instructors stated that their approaches to the subject matter covered in the courses had been changed to meet interns' needs, since instruction should be relevant to the needs of students. Other university officials stated that existing education

courses offered by the university were flexible and the subject matters lent themselves readily to teaching children from low-income families.

Most interns at the university said that their course work was irrelevant and repetitious. The program director believed differently and stated that much of the work may have seemed irrelevant to the interns at this stage in their careers, because they had not yet encountered the problems to which the courses were directed.

Since the inception of its Teacher Corps program, the university has made changes in its student-teaching practices and has entered into a closer relationship with LEAs. The university planned to use three supplementary approaches to student teaching, starting in the school year 1970-71, which are similar to the Teacher Corps program. These approaches were characterized by the university's director of student teaching as an internship program, a modified internship program, and a physical education program.

The internship program is a cooperative effort between the university and the Haywood County School System. The university will provide the county with 16 undergraduate education majors who will occupy eight allotted teaching positions. These students will teach in a school in the county for the entire school year. Haywood County will pay each student one half of the State salary for the allotted teaching position. At the end of the year, the students will receive credit for 1 year's teaching experience as well as for courses in education.

The dean of the School of Education and Psychology informed us that Haywood County was willing to participate because of its prior experience with the Teacher Corps program and because it would obtain two teachers with expenses for only one. He said that, if the internship program proved successful, it would be continued.

The director of student teaching stated that the modified internship program is based on a guarantee by the university that a given number of student teachers will be made available to the schools for each quarter of the school year.

This would enable the schools to plan on having a given number of additional teachers for the entire school year.

The director of student teaching said that the physical education program involves a plan which will allow five elementary schools to have a supervised physical education program for the entire school year at no cost to the schools. To implement the program, he stated that the university would provide a graduate assistant and five student teachers each quarter whereas the participating county would hire a full-time physical education specialist. The student teachers will conduct the program in the schools under the supervision of the graduate assistant and the county specialist.

University officials believed that the Western Carolina Teacher Corps program had been a contributing factor to these new approaches. The dean of the School of Education and Psychology stated that the program had aided the university in making its teacher preparation program an integral part of LEA programs. He added that the LEAs are beginning to view teacher training as an asset rather than as a liability to their programs, especially when they can plan on a given number of additional teachers for the entire school year.

The director of student teaching said that the Western Carolina Teacher Corps program

--influenced school personnel relative to possibilities for change,

--assisted in bringing a closer working relationship between the university and LEAs, and

--helped prove that a county educational system could support an internship program.

CONCLUSION

Concerning the Teacher Corps' legislative objective of encouraging colleges and universities to broaden their programs of teacher preparation, it is our opinion that the Western Carolina program has had some degree of success. Since the inception of the Western Carolina program, the

university has made changes in its student-teaching practices and has entered into a closer relationship with the LEAs. Concerning the course work of the interns, however, we believe that the opposing viewpoints of the university and the interns concerning the relevancy of the course work offered to interns warrant examination by Office of Education and Western Carolina University officials. This examination, in our view, should be directed toward determining whether new courses are necessary to make the education that the interns receive more relevant to the instruction of children from low-income families.

RECOMMENDATION TO THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE

Accordingly, we recommend that the Secretary of Health, Education, and Welfare provide for the Office of Education to evaluate, with the university, the need for incorporating new courses and approaches to education into the Teacher Corps curriculum as well as that of the regular teacher preparation curriculum.

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The Assistant Secretary, Comptroller, HEW, concurred with our recommendation. In his comments he stated that a letter received from the director of the Western Carolina program indicated that a faculty committee was studying educational innovations for possible inclusion in the university's teacher preparation program. He stated also that the university had participated in all Teacher Corps conferences on new materials and approaches to education, and that the university would be invited to participate in such a seminar in the spring of 1971.

CHAPTER 5

ROLE OF THE NORTH CAROLINA DEPARTMENT OF PUBLIC INSTRUCTION IN THE PROGRAM

The North Carolina Department of Public Instruction did not take an active part in the development of the Western Carolina program proposals but monitored the program to a limited extent. The State has demonstrated a willingness to take a more active role in the Teacher Corps program in the future.

The State director of teacher education and certification said that in prior years the number of North Carolina institutions desiring to participate in the Teacher Corps was not sufficient to warrant establishment of a formal system for granting State approval. A State official informed us that he had accompanied the Office of Education program representative in visits to the program sites and had held periodic discussions with representatives of the Western Carolina program. In addition, the Office of Education furnished the State with its trip reports and other correspondence related to the program.

In March 1970 the State initiated plans for participating in cycle VI of the Teacher Corps program (1971-73). Since then, the State has contacted various universities in North Carolina concerning cooperative participation in cycle VI. A time schedule for further planning and implementation of Teacher Corps activities has been prepared; a North Carolina Teacher Corps Advisory Committee has been formed by the participants to consider and advise the State on Teacher Corps activities; six universities have submitted papers to the State concerning their proposed participation; and the State has informed the Office of Education of its plans for the utilization of Federal, State, and local funds to operate the cycle VI program if it is approved by the Office of Education. The State proposed that during cycle VI each university would be primarily responsible for the operation of its own program. Program negotiations leading to the awarding of Teacher Corps funds and evaluation of

program results are to be a cooperative effort involving the Office of Education, the State, and each university and administrative unit.

The State planned to appoint a full-time coordinator and to provide participating schools with in-service training assistance, consultant services, program results, and encouragement and assistance in making long-range changes in education in North Carolina. In a letter to the Office of Education, the State superintendent of public instruction pointed out that the six universities desiring to participate educate 42 percent of the students who graduate in teacher education in North Carolina.

As set forth in the State's plans submitted to the Office of Education, the total estimated budget and sources of funds for each year of operation of the sixth cycle were to be as follows:

Office of Education		$446,000
State and local	$326,000	
University	76,000	
Other	10,000	412,000
Total		$858,000

CONCLUSION

We believe that the active role being taken by the North Carolina Department of Public Instruction in the conduct of Teacher Corps program activities in the State should serve to enhance the program's effectiveness in accomplishing its objectives in future cycles.

CHAPTER 6

SCOPE OF REVIEW

We reviewed the legislative history of the Teacher Corps program and the related policies, procedures, and guidelines of the Office of Education. We reviewed records relating to corps member selection, corps member activities in the schools and Western Carolina University, retention of corps members in teaching after completion of Teacher Corps service, and various administrative aspects of the program.

Our review was performed at Teacher Corps headquarters in Washington, D.C., Western Carolina University, and at selected schools in the eight-county area of western North Carolina. We also interviewed interns, team leaders, LEA officials, Western Carolina University officials, Teacher Corps officials, and North Carolina Department of Public Instruction officials.

Our fieldwork was concerned primarily with the activities of the third and fourth cycles of the Teacher Corps program, since these were the cycles in operation at the time of our review. We also obtained certain information on activities of the first and second program cycles.

APPENDIXES

APPENDIX I

STATISTICAL DATA ON

WESTERN CAROLINA TEACHER CORPS PROGRAM

	Cycle I	Cycle II	Cycle III	Cycle IV	Total
NUMBER OF INTERNS PARTICIPATING IN PROGRAM:					
Started program	30	33	33	22	118
Dropped from program	12	3	10	4	29
Completed program	18	30	23	(a)	71
" without graduating	2	2	1	(a)	5
" and graduated	16	28	22	(a)	66
" and remained in education	8	27	13	(a)	48
" and remained in education in program area	3	8	3	(a)	14

NUMBER OF TEAM LEADERS PARTICIPATING IN PROGRAM:		
Number enrolled		32
Number serving 1 year or less	7	
" completing the program	18	
" currently participating	7	
Total		32

	Cycles LEA participated in	Number of schools served by Teacher Corps	1969-70 school year (note b) Number of schools	1969-70 school year (note b) Student population
CHARACTERISTICS OF LEAS PARTICIPATING IN PROGRAM:				
Haywood County	1, 2, 3, 4	6	20	8,582
Macon County	1, 2, 3, 4	5	11	3,397
Jackson County	1, 2, 3, 4	6	11	3,655
Graham County	1, 3, 4	2	4	1,621
Swain County	2, 3, 4	3	5	1,791
Transylvania County	2, 4	2	9	4,344
Asheville	2	3	14	8,927
Murphy	1	1	2	1,352
Cherokee County	1	3	7	1,222

		Received		Expended
TEACHER CORPS GRANT FUNDS:				
Western Carolina University		$ 830,116[c]		$ 578,644[d]
LEA:				
Cherokee County	$ 41,423[e]		$ 40,458[e]	
Graham County	89,497[e]		88,766[e]	
Haywood County	221,983[e]		220,768[e]	
Jackson County	174,648[e]		166,250[e]	
Macon County	157,345[e]		153,864[e]	
Swain County	99,212[e]		88,047[e]	
Transylvania County	40,321[e]		36,830[e]	
Asheville	128,291[e]		133,407[e]	
Murphy	43,558[e]	996,278	42,242[e]	970,632
Total		$1,826,394		$1,549,276

[a] Fourth-cycle interns are scheduled to complete the program in the summer of 1971. There were 18 interns in the fourth cycle at the start of the second year of in-service training which began in September 1970.

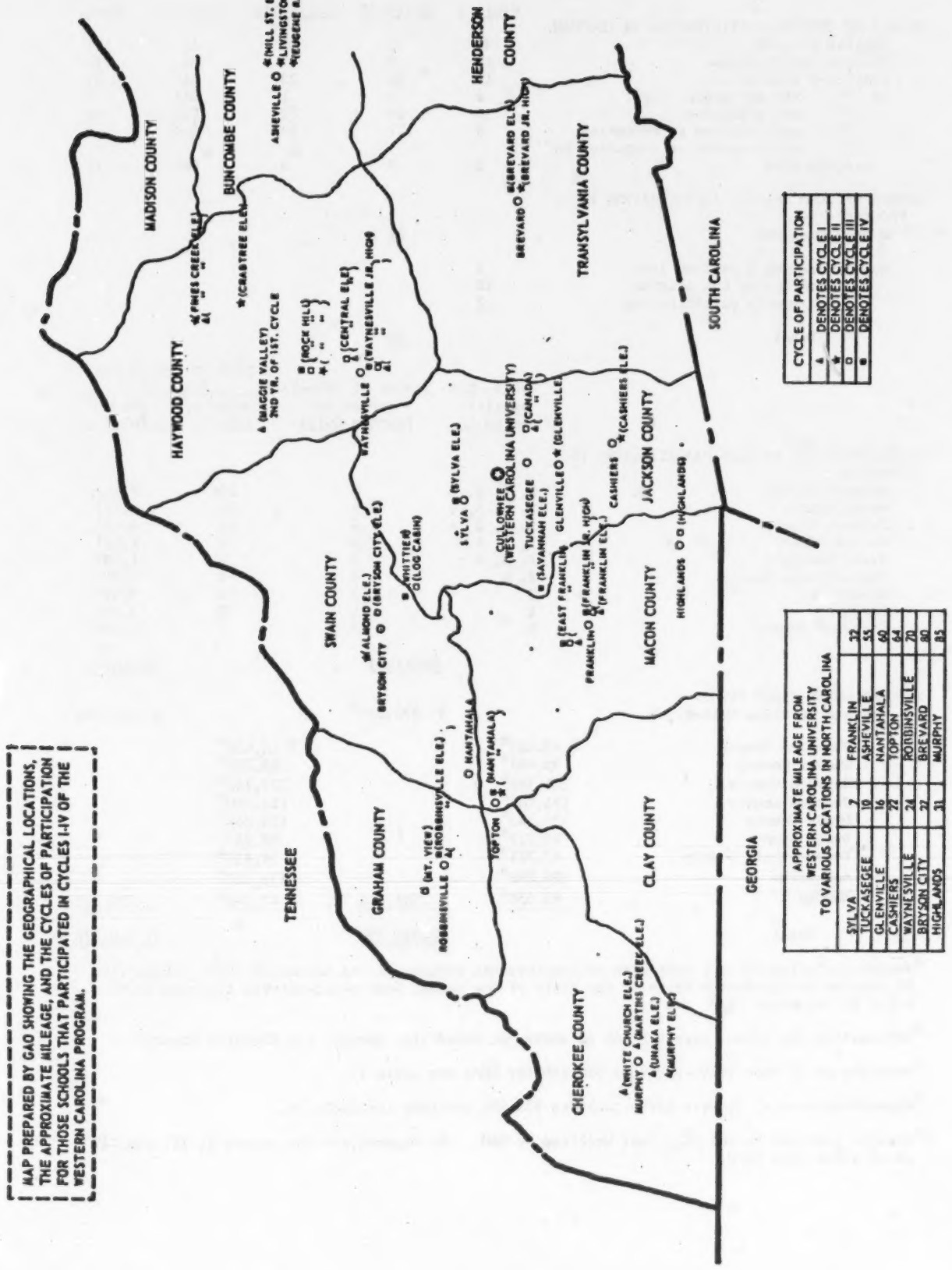
[b] Information for school year 1968-69 is shown for Asheville, Murphy, and Cherokee County.

[c] Receipts as of June 1970--includes $54,880 for LEAs for cycle IV.

[d] Expenditures as of January 1970--includes $33,896 for LEAs for cycle IV.

[e] Amounts provided by the LEAs, not verified by GAO. LEA figures are for cycles I, II, and III as of about June 1970.

APPENDIX II



MAP PREPARED BY GAO SHOWING THE GEOGRAPHICAL LOCATIONS, THE APPROXIMATE MILEAGE, AND THE CYCLES OF PARTICIPATION FOR THOSE SCHOOLS THAT PARTICIPATED IN CYCLES I-IV OF THE WESTERN CAROLINA PROGRAM.

APPROXIMATE MILEAGE FROM WESTERN CAROLINA UNIVERSITY TO VARIOUS LOCATIONS IN NORTH CAROLINA

SYLVA	7	FRANKLIN	32
TUCKASEGEE	10	ASHEVILLE	55
GLENVILLE	16	NANTAHALA	60
CASHIERS	22	TOPTON	64
WAYNESVILLE	24	ROBBINSVILLE	70
BRYSON CITY	27	BREVARD	90
HIGHLANDS	31	MURPHY	85

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D.C. 20201

OFFICE OF THE SECRETARY

MAR 16 1971

Mr. Philip Charam
Associate Director
United States General
Accounting Office
Washington, D.C. 20548

Dear Mr. Charam:

The Secretary has asked that I reply to your letter dated January 20, 1971, with which you forwarded the draft report of the General Accounting Office review of the Teacher Corps Program at Western Carolina University and participating schools in western North Carolina. We appreciate the opportunity to review and comment on the report, the conclusions and recommendations.

The report indicates that a very comprehensive review was performed and presents an accurate account of the strengths and weaknesses of the Teacher Corps Western Carolina University Program. The conclusions are sound and the recommendations are sufficiently objective to produce required remedial action to make the Teacher Corps Program more effective.

Detailed comments on the recommendations, together with the statements of actions to be taken to implement them, are set forth in the enclosure hereto. They are the product of a review of the report by cognizant Departmental and Office of Education staff and the responses from the Director of the Program at Western Carolina University, the Dean of the School of Education, University staff and local school officials associated with the program.

Sincerely yours,

James B. Cardwell
Assistant Secretary, Comptroller

Enclosure

APPENDIX III

Department of Health, Education, and Welfare
Comments Pertinent to the Draft Report to the Congress of the United States by the Comptroller General of the United States on Assessing the Impact of the Teacher Corps Program at Western Carolina University and Participating Schools in Western North Carolina

1. The General Accounting Office recommends that to make the Teacher Corps program more effective in accomplishing its legislative objectives, the Secretary of Health, Education, and Welfare provide for the Office of Education to work in conjunction with the North Carolina LEAs to adopt specific procedures for evaluating new approaches and concepts initiated as a result of Teacher Corps, and to actively promote the continuation of those which have proven successful.

Department Comment

We concur with this recommendation.

During the remaining four months of this particular program at Western Carolina University we will endeavor to implement the suggestion that the Office of Education (OE) work in conjunction with the LEAs in North Carolina to evaluate new approaches and concepts introduced by the Teacher Corps. The Program Branch of the Teacher Corps will deal directly with the Director and key officials in the various educational jurisdictions to develop specific procedures for doing this. Reports prepared by Western Carolina University program officials upon the completion of the North Carolina program will indicate prospects for inclusion of these innovations in the school system after Teacher Corps departure.

The Director informed us by letter that the following things that were in the planning stage at the time of the GAO review are now occurring in the LEAs as a result of Teacher Corps influence. Some of these are:

-Other teaching teams are organized by local education agencies
-In September 1970, one new school was built for team teaching with others being planned
-The Dean of the School of Education is seeing that inservice faculty training is centering on team teaching and individualizing instruction
-Flexible State certification arrangements are available
-Traditional teachers are examining the merits of team teaching and individualized instruction
-Full year internships (paid by LEAs) are now in practice in one county and next year will be in five counties

2. The General Accounting Office recommends that to make the Teacher Corps program more effective in accomplishing its legislative objective, the Secretary of Health, Education, and Welfare provide for the Office of Education to explore, in conjunction with the State, University, and LEAs, ways in which to achieve a higher degree of graduate retention within the rural areas of North Carolina.

Department Comment

We concur with this recommendation.

Teacher Corps has repeatedly discussed the problem of graduate retention with education authorities at all levels affected by this program throughout its almost five years of existence. We have repeatedly received assurances--particularly in the proposal submitted for funding--that strenuous efforts will be made to retain such individuals. Although this is essentially a local problem, Teacher Corps will continue in the remaining four months of the program to influence constructive decisions along these lines.

3. The General Accounting Office recommends that to make the Teacher Corps program more effective in accomplishing its legislative objectives, the Secretary of Health, Education, and Welfare provide for the Office of Education to evaluate, with the University, the need for incorporating new courses and approaches to education into the Teacher Corps curriculum as well as that of the regular teacher preparation curriculum.

Department Comment

We concur with this recommendation.

The Director indicated in his letter that a faculty committee is now studying teacher competency and performance for inclusion in the University program. Contact has been made with the Far West Regional Laboratory which is responsible for developing "mini-courses" and contact will be made with a group in Oregon which has developed a new teacher training model to study possible ideas for inclusion in the Western Carolina University School of Education.

The University plans to introduce some competency-based education courses into the summer 1971 teacher training program. Along these lines, Western Carolina University has participated in all Teacher Corps conferences on new materials and approaches to education, and will soon be receiving an invitation to participate in a developmental seminar in the spring of 1971 to discuss competency-based teacher education and systematic program design for Teacher Corps projects. A number of universities currently associated with the Teacher Corps have long since incorporated new materials and approaches into their Teacher Corps projects and are in the process of achieving their adoption within the School of Education as a whole.

4. The General Accounting Office recommends that to make the Teacher Corps Program more effective in accomplishing its legislative objectives, the Secretary of Health, Education, and Welfare provide for the Office of Education to reassess and clarify the nature and extent of community education activities reasonably attainable in rural areas, such as western North Carolina, where geographic conditions and population dispersion impede such activities.

Department Comment

We concur with this recommendation.

Revised Teacher Corps guidelines contain greatly strengthened sections on community-based education. Teacher Corps legislation was amended last year to allow for a student volunteer Teacher Corps which is being implemented at key projects around the country--some in rural areas. These will doubtless develop valuable information and insights into community education activities in rural areas. The uneven record of community-based activities in rural Teacher Corps projects is attributable, among other things, to the wide geographic separation between the University and the school-community served. This has made it exceedingly difficult for Western Carolina University to have an altogether "whole" Teacher Corps project.

Matter for Consideration by the Congress

During the fourth cycle, the Western Carolina program assigned corpsmembers to State or locally allotted teaching positions and, according to program officials, the corpsmembers supplanted teachers who would otherwise have been hired by the LEAs. This practice is not authorized by the Teacher Corps legislation which states in part that no member of the Teacher Corps shall be used to replace any teacher who is or would otherwise be employed by an LEA.

Although the practice was not authorized, it resulted in a substantial increase in State and/or local funding for the program with a resultant decrease in Federal funding. Since this concept is being continued at other locations, and may provide LEAs with the impetus to continue successful features of a Teacher Corps program after Federal funding ceases, the Congress may wish to consider whether the Teacher Corps legislation (20 U.S.C. 1101) should be amended to specifically authorize arrangements of the type being conducted under the Western Carolina program.

Department Comment

The Teacher Corps is waiting for a legal decision to be rendered by the Education Division, Office of the General Counsel for Health, Education, and Welfare. Depending on this decision, amendments to the Teacher Corps legislation will be introduced accordingly at the Teacher Corps authorization hearings to be held this year.

APPENDIX IV

PRINCIPAL OFFICIALS OF THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE HAVING RESPONSIBILITY FOR THE ACTIVITIES DISCUSSED IN THIS REPORT

	Tenure of office	
	From	To
SECRETARY OF HEALTH, EDUCATION, AND WELFARE:		
Elliot L. Richardson	June 1970	Present
Robert H. Finch	Jan. 1969	June 1970
Wilbur J. Cohen	Mar. 1968	Jan. 1969
John W. Gardner	Aug. 1965	Mar. 1968
ASSISTANT SECRETARY (EDUCATION), DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE:		
Vacant	June 1970	Present
James E. Allen, Jr.	May 1969	June 1970
Peter P. Muirhead (acting)	Jan. 1969	May 1969
Lynn M. Bartlett	July 1968	Jan. 1969
Paul A. Miller	July 1966	July 1968
Francis Keppel	Oct. 1965	May 1966
COMMISSIONER OF EDUCATION:		
Sidney P. Marland, Jr.	Dec. 1970	Present
Terrel H. Bell (acting)	June 1970	Dec. 1970
James E. Allen, Jr.	May 1969	June 1970
Peter P. Muirhead (acting)	Jan. 1969	May 1969
Harold Howe, II	Jan. 1966	Dec. 1968
Francis Keppel	Dec. 1962	Jan. 1966

U.S. GAO Wash., D.C.